7: Joest--55 [7] E-5 (no date) 1882 Formosans
116, 167, 634

Every year several thousand Chinese migrate from the overpopulated mainland to the Chinese section of Formosa, much of which is still virgin soil. The district of Tai-wan is controlled by a Tau-tai in Taiwanfu; he has several privileges which date from the period of Coxinga's Privileges.

31: Hofmann--603-604 N-3 (1909) 1912 Formosans
116, 634, 669, 697, 177.63 Japanese
636.63

In the house of the governor, Count Sakuma... I had the opportunity to meet the chief magistrates of the various provinces. Among these there was not one who did not speak either English or German. All of them had been sent to Europe by the government of Formosa to complete their studies there. In every respect, the achievements of the Japanese colonial administration are most impressive, and they become even more so if one takes into consideration the conditions under which the Japanese first took over the administration of the island. In 1895 there was complete anarchy among the Chinese elements of the population. There were organized bands of guerilla soldiers in all the regions that were accessible to foreigners, so that before the administration could proceed to the task of suppressing the Malayans in the mountain regions, [604] it was necessary to break the resistance of the Chinese. I saw some of the leaders of these guerilla bands, who had not been condemmed to capital punishment, in the large reformatory in the capital. There the prisoners were engaged in occupations such as cabinet making, in which they showed a great deal of skill and understanding.

634 Each county (called gun in the five provinces and shicho in the three districts) was administered by an official whose duty was to police the county. The chief of a county supervised the town and village governments under him.

632 City governments were responsible
633 directly to the provincial government in which they were situated, while towns and villages were responsible to the provincial government through the county administration. Mayors of cities, as well as chiefs of town and heads of villages, were all appointed by the governor-general. There was an assembly in each city, town, and village. The city assembly had a membership ranging from twenty to forty and the town and village assemblies had eight to twenty members. One-half of the members of the local assemblies were appointed by the governor of the province and one-half were elected by the qualified electorate. The city assemblies functioned in the same manner as the provincial assemblies. They could act on the city budget and tax matters. They also elected six members to the city council which took the place of the assembly when the latter was not in session. The governor of a province or the mayor of a city held the veto power over the acts of the assemblies. The town and village assemblies were consultative agencies, authorized only "to announce their opinions in

45:Stanford U. S-4, 5 1956 AD 1 Formosa
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Annex "A," Subparagraph 2b. 2,
Political Background

# PROVINCIAL AND LOCAL GOVERNMENT AND POPULAR ELECTIONS

## I. THE PROVINCIAL GOVERNMENT

631 Formosa was made a province upon its
635 retrocession to China after World War II. The Taiwan Provincial Government holds jurisdiction over the main island of Formosa, twelve smaller islands in adjacent waters, and the sixty-four islands of the Penghu group known to the Western world as the Pescadores. The total area of these islands is 13,880 square miles and the population, excluding the military, was 8,695,843 in February 1955.[1]

The capital of the province is Taipei, which is also the capital of the Nationalist Government of the Republic of China in refuge. The provincial capital, according to a recent air defense plan, will move to Taichung when the necessary construction work in the latter city is completed.[2]

634 Taiwan Province is divided into sixteen administrative areas called hsien (a hsien is roughly comparable to a county in the United States) and five municipalities under the direct jurisdiction of the provincial government. The

1. Report of the Department of Civil Affairs, Taiwan Provincial Government.

2. According to a Taipei broadcast on Dec. 27, 1955, provincial capital was to move to Taichung in April 1956.

634 following hsien are on the western slope of the mountain ranges: from north to south, Taipei, Taoyuan, Hsinchu, Miaoli, Taichung, Changhua, Nantou, Yunlin, Chiayi, Tainan, Kaohsiung, and Pingtung. Three hsien cover the eastern slope of the mountains; these are Yilan, Hualien, and Taitung. The Pescadores form a separate hsien, Penghu. Two of the five municipalities, Keelung and Taipei, are located at the northern tip of the island, the remaining three, Taichung, Tainan, and Kaohsiung, are on the western side of the island. The scenic resort, Yangmingshan, where President Chiang Kai-shek resides, is a northern suburb of Taipei and forms a special administrative district.

632 The sixteen hsien are each divided into chen (towns) and hsiang (groups of villages or rural districts). Chen and hsiang are further subdivided, respectively, into li (wards) and ts'un (villages). The five municipalities are dividied into ch'ü (districts or sections) and ch'ü are divided into li. A ts'un (village) is composed of 100-200 households and a li (ward) of 150-300. The smallest community organization is called lin (neighborhood) and consists of 6-15 households. In the province of Taiwan there are 82,290 lin which form 3,066 ts'un and 3,489 li. These ts'un and li combine to form 77 chen and 235 hsiang. [3]

631 635 At the head of the provincial government is the governor, who is the chairman of the Provincial Council. The Taiwan Provincial Council is composed of twenty-one members, six of whom are concurrently commissioners of provincial departments.

3. Chung-hua Min-kuo Nien-chien [Yearbook of the Republic of China 1953], Taipei, 11/30/53, p.643.

## II. HSIEN AND MUNICIPAL GOVERNMENTS

[36] 634 The province of Taiwan is divided into 16 hsien and 5 municipalities. At the head of each hsien government a hsien-chang (magistrate) and each municipality is headed by a shih-chang (mayor). In the hsien or municipal government, there are a number of bureaus in charge of civil affairs, finance, education, economic reconstruction, police, land, and public health. The number of bureaus varies according to the importance of the district and the size of its population. Each hsien or municipality has a representative body of the people called the hsien assembly or municipal assembly. The subdivisions of hsien and municipality are chen, hsiang and ch'ü, each headed by a chief. They have each a representative body of the people called chen or hsiang assemblies.

631 Local self-government was promulgated in Formosa in April 1950. All members of the councils of towns and rural districts, members of hsien and municipal assemblies, the heads of towns, rural districts, mayors of municipalities, and hsien magistrates were elected by direct suffrage. A second election took place in 1954. The term of office for magistrates, mayors, and heads of towns, rural districts,

63) and sections of a municipality is three years and the term office for the assemblies and local councils is two years. If a magistrate or a mayor commits a crime or fails to effectively carry out the order of a superior authority he may be dismissed by the provincial government or recalled by a referendum of the voters. In such case, a new election must be held within a month. Similarly, the administrative heads of a town, rural district, or section may be relieved of office by an order of the magistrate or mayor or by a referendum recall.

•634 The hsien and municipal assemblies are authorized to decide on all matters related to local self-government (i.e., education, public health, communications, public utilities, and local industries), to sanction local budgets, to audit local expenditures, to decide on the disposal of local public property, to call for administrative reports, to make interpellations, and to issue hsien or municipal ordinances. The assemblies hold a session every four months and no limit is imposed on the length of each session. If the hsien or municipal government should find the resolution of the representative assembly difficult to enforce, it may, with the approval of the provincial government, request a reconsideration. If two-thirds of the attending members of the assembly support the original resolution, it becomes binding. The hsien and municipal assemblies are not subject to dissolution; evidently they possess a much greater latitude of power than the provincial assembly. The citizens' councils of towns and rural districts meet once every three months.

They look after affairs of local interest such as local contributions to public welfare and the relations with neighboring towns and rural districts.[11]

## III. POPULAR ELECTIONS

Members of hsien and municipal assemblies are elected on the basis of one representative for every 10,000 persons. The only exceptions are those districts of Hualien, Taitung, and Penghu, where each member represents 5,000 persons. Every tenth member of hsien and municipal assemblies is a women. The minimum membership of each hsien or municipal assembly is fifteen.

Any citizen, irrespective of sex, religion, race, class, or party affiliation, who is over twenty years of age, and has resided in a single district for a period of six months or more, is eligible to vote and hold any local office except that of magistrate and mayor. In the election

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11. According to the measures for the enforcement of self-government of hsien and municipalities in Taiwan Province (as revised by the Executive Yuan on August 22, 1953), a magistrate or a mayor may be relieved of office by a resolution of the provincial council and with the concurrence of the provincial assembly. A recall motion must be initiated by one-fifth of the electorate and passed by majority of referendum votes.

634 of 1950, a candidate for magistrate or mayor had to be at least thirty years of age. In an election held in 1954, other qualifications were added: to be a candidate for the office of magistrate or mayor, a person must either be a college graduate or have passed a senior civil service examination or have met the requirements set by the Examination Yuan. Secret ballots were cast in all elections. The order of the candidates on public notices and on the ballots were determined by lot. For the benefit of those voters who could not read, pictures of the candidates were printed next to their names; thus the voters would have no difficulty in voting correctly for the candidate of their choice.[12]

646 635 President Chiang Kai-shek proclaimed three principles on which the government was to formulate the regulations governing elections: a law-abiding spirit, an avoidance of waste, and the election of the good and the capable.[13] Accordingly, candidates were not permitted to spend more than a certain amount of money in campaigning and were forbidden to bribe their constituents or make a campaign issue of the private lives of their opponents. Supervisory offices were established by the Taiwan Provincial Government, which declared that stern measures would be taken against those who "use force, threat or other illegal means

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12. China Handbook 1954-55, Taipei, China Publishing Company, 1954, p. 473.
13. Ibid., p. 470.

631 urban centers as administrative units. The island is presently divided into sixteen counties and five province-controlled municipalities. Under them are various districts, townships, and villages.[12]

632 634 666 Within this framework of centralized control is carried out the program of encouraging local self-government. As of May 6, 1951, all the twenty-one mayors and county magistrates had been successively elected to their respective offices by popular vote.[13] Besides, there are 6,304 village and *li* (urban units akin to wards) assemblies learning self-government by doing. Representing them in township and district assemblies are some 8,024 village and *li* delegates.[14] On county and municipal levels are some 541 popularly elected councilmen.[15] Of an estimated 2,650,000 men and women of twenty years of age and over who are qualified to vote, some 2,416,072 had registered.[16]

647 Along with the development in local self-government has been an increase in the participation of local inhabitants in the management of their provincial affairs. It may be recalled that under the Japanese, of 84,559 government personnel in 1945, 55.53 per cent were Taiwanese, and the rest Japanese.[17] In June 1950 the total number of govern-

[12] See Provincial Government of Taiwan, *Report on Administrative Reorganization**, Taipeh, 1949; also Democratic Publications Association, *Taiwan Reconstruction** (Taipeh, 1950), Vol. 1, pp. 1–12.

[13] The Broadcast of Voice of Free China, Taipeh, April 28, 1951 reported the conclusion of nineteen local elections with the remaining two to be completed by May 6, 1951.

[14] April 1948 figures. Also see *Taiwan Reconstruction**, cited note 12 *supra*, pp. 7–12. The terms of office of the delegates have since been extended by the National Government to such time as "formal assemblies shall be constituted."

[15] *Ibid.*

[16] 1947 figure. See *Taiwan Reconstruction**, cited note 12 *supra*, p. 7.

[17] For a breakdown of government person-

[P. 216 (A)]